

CHAPTER II

FUNDAMENTALS OF JOINT OPERATIONS

“As we consider the nature of warfare in the modern era, we find that it is synonymous with joint warfare.”

JP 1, *Joint Warfare of the Armed Forces of the United States*

1. General

a. **Joint operations doctrine** should change to reflect the **nature of modern warfare** and the **strategic requirements** of the Nation. It is built on a sound base of warfighting theory and practical experience. It applies the **principles of war** (see Figure II-1 and Appendix A, “Principles of War”), **the fundamentals of joint warfare** (as developed in Chapter III, “United States Military Power,” of JP 1, *Joint Warfare of the Armed Forces of the United States*), and **other key concepts** consistent with the policies of the US Government (USG). It seeks to provide JFCs with a broad range of options to defeat an adversary in war or to conduct

MOOTW. It is a doctrine that recognizes the **fundamental and beneficial effects of teamwork and unity of effort**, and the **synchronization and integration of military operations** in time, space, and purpose. The fundamental principle for employment of US joint forces is to **take decisive action to ensure achievement of the objectives established by the NCA while concluding operations in the shortest time possible and on terms favorable to the United States**.

b. **Advances in technology are likely to continue to increase the tempo, lethality, and depth of warfare**. Joint doctrine should be flexible enough to **recognize the impact of emerging technologies and quickly integrate validated warfighting concepts** that may provide the Armed Forces of the United States with a decisive advantage.

- Vulnerabilities arising out of technological advances also should be identified and actions taken to protect these vulnerabilities.
- The uneven application of fast-paced technologies, even by key allies and coalition partners, complicates integration and synchronization of HN activities and multinational campaigns.

c. **Asymmetric Environments**. Many of today’s joint operations preclude conventional force-on-force operations. The JFC must ensure that forces are adequate and flexible enough to recognize the impact of emerging asymmetric threats and quickly integrate appropriate responses to those threats.



Figure II-1. Principles of War

2. The Levels of War

a. General

- **The levels of war, from a doctrinal perspective**, clarify the links between strategic objectives and tactical actions. Although there are no finite limits or boundaries between them, the **three levels** are **strategic, operational, and tactical**. They apply to both war and MOOTW.
- **Levels of command, size of units, types of equipment, or types and location of forces or components are not associated with a particular level.** National assets such as intelligence and communications satellites, previously considered principally in a strategic context, are an important adjunct to tactical operations. **Actions can be defined as strategic, operational, or tactical based on their effect or contribution to achieving strategic, operational, or tactical objectives**, but many times the accuracy of these labels can only be determined during historical studies.
- Advances in technology, information age media reporting, and the compression of time-space relationships contribute to the **growing interrelationships between the levels of war**. The levels of war help **commanders visualize a logical flow of operations, allocate resources, and assign tasks** to the appropriate command. However, commanders at every level must be aware that in a world of constant, immediate communications, **any single event may cut across the three levels**.

b. The Strategic Level

- **The strategic level is that level of war at which a nation**, often as a member of a group of nations, **determines national**

or multinational (alliance or coalition) **strategic security objectives and guidance** and develops and uses national resources to accomplish these objectives.

Strategy is the art and science of developing and employing armed forces and other instruments of national power in a synchronized and integrated fashion to secure national or multinational objectives. The NCA translate policy into national strategic military objectives. These military objectives facilitate theater strategic planning.

- Combatant commanders usually participate in discussions with the NCA through the Chairman of the Joint Chiefs of Staff and with allies and coalition members. The combatant command strategy is thus an element that relates to both US national strategy and operational activities within the theater. **Military strategy, derived from policy, provides a framework for conducting operations.**

c. The Operational Level

- **The operational level links the tactical employment of forces to strategic objectives. The focus at this level is on operational art** — the use of military forces to achieve strategic goals through the design, organization, integration, and conduct of strategies, campaigns, major operations, and battles. Operational art determines when, where, and for what purpose major forces will be employed and should influence the adversary disposition before combat. It governs the deployment of those forces, their commitment to or withdrawal from battle, and the arrangement of battles and major operations to achieve operational and strategic objectives.
- **Operational art helps commanders use resources efficiently and effectively to**

achieve strategic objectives. It provides a framework to assist commanders in ordering their thoughts when designing campaigns and major operations. Operational art helps commanders understand the conditions for victory before seeking battle, thus avoiding unnecessary battles. Without operational art, war would be a set of disconnected engagements, with relative attrition the only measure of success or failure.

- Operational art requires **broad vision, the ability to anticipate, and effective joint, interagency, and multinational cooperation**. Operational art is practiced not only by JFCs but also by their **staff officers and subordinate commanders**. Joint operational art looks not only at the **employment of military forces and the threat** but also at the **arrangement of their efforts** in time, space, and purpose. **Joint operational art**, in particular, focuses on the fundamental methods and issues associated with the **synchronization and integration of air, land, sea, space, and special operations forces**. Operational art is discussed in greater detail in Chapter III, “Planning Joint Operations.”
- Among the many operational considerations, operational art requires commanders to answer the following questions.
 - What **military** (or related political and social) **conditions** must be produced in the operational area to achieve the strategic goal? (Ends)
 - What **sequence of actions** is most likely to produce that condition? (Ways)
 - How should the **resources** of the joint force be applied to accomplish that sequence of actions? (Means)

- What is the likely **cost or risk** to the joint force in performing that sequence of actions?
- What resources must be committed or actions performed to successfully execute the JFC’s exit strategy?

d. **The Tactical Level. Tactics is the employment of units in combat.** It includes the **ordered arrangement and maneuver of units** in relation to each other and/or to the adversary in order to use their full potential. An **engagement** is normally **short in duration and fought between small forces**, such as individual aircraft in air-to-air combat. Engagements include a wide variety of actions between opposing forces in the air, in space, on and under the sea, or on land. **A battle consists of a set of related engagements.** Battles typically **last longer; involve larger forces** such as fleets, armies, and air forces; **and could affect the course of a campaign.**

3. Unified Action

a. Whereas the term “joint operations” is primarily concerned with the coordinated actions of the Armed Forces of the United States, the term “unified action” has a broader connotation. **The concept of unified action** is illustrated in Figure II-2 and **highlights the synergistic application of all of the instruments of national and multinational power** and includes the actions of nonmilitary organizations as well as military forces.

b. **All JFCs are responsible for unified actions** that are planned and conducted in accordance with the guidance and direction received from senior authorities (i.e., NCA, alliance or coalition leadership, and superior commander). **JFCs should ensure that their joint operations are integrated and synchronized in time, space, and purpose with the actions of other military forces** (multinational operations) **and nonmilitary**

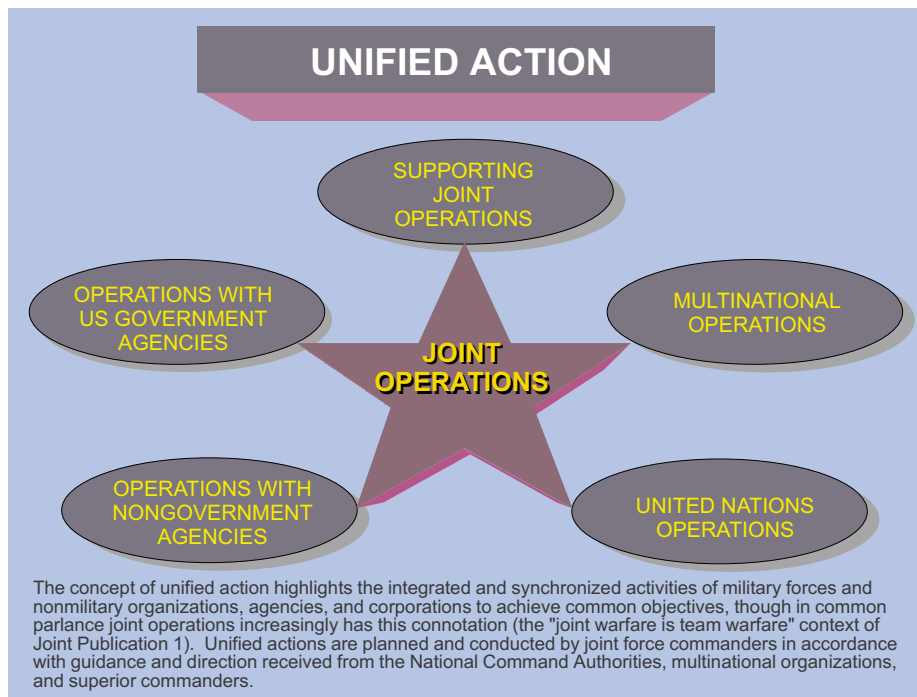


Figure II-2. Unified Action

organizations (government agencies such as the Agency for International Development; nongovernmental organizations (NGOs) and the UN). Activities and operations with such nonmilitary organizations can be complex and may require considerable effort by JFCs, their staffs, and subordinate commanders, especially during MOOTW.

c. **Combatant commanders play a pivotal role in unifying actions** (all of the elements and actions that comprise unified actions are normally present at the combatant commander's level). **Subordinate JFCs also integrate and synchronize their operations** directly with the activities and operations of other military forces and nonmilitary organizations in the operational area.

4. Joint Warfare

a. **The integration of all US military capabilities** — often in conjunction with forces from other nations, other US agencies,

NGOs, and UN forces and capabilities — **is required to generate decisive joint combat power**. JFCs integrate and synchronize these capabilities and contributions in time, space, and purpose.

b. To achieve assigned objectives, **joint forces conduct campaigns and major operations**. Functional and Service components of the joint force **conduct supported, subordinate, and supporting operations, not independent campaigns**.

c. The overarching operational concept in JP 1, *Joint Warfare of the Armed Forces of the United States*, is that **JFCs integrate and synchronize the actions of air, land, sea, space, and special operations forces to achieve strategic and operational objectives through integrated, joint campaigns and major operations**. The goal is to increase the total effectiveness of the joint force, not necessarily to involve all forces or to involve all forces equally. Campaigns reflect the

nature of the operation directed by the NCA (strategic nuclear, peacekeeping, and conventional operations, among others).

5. Command Relationships

a. General

- **The NCA exercise authority and control of the armed forces through a single chain of command with two distinct branches**, as shown in Figure II-3. **One branch** runs from the **President**, through the **Secretary of Defense**, to the **commanders of combatant commands** for missions and forces assigned to their commands. **The other branch**, used for purposes other than operational direction of forces assigned to the combatant command, runs from the **President** through the **Secretary of Defense** to the **Secretaries of the Military Departments**. The Military Departments, organized separately, each operate under the
- **The authority vested in the Military Departments** in the performance of their role to “organize, train, equip, and provide” forces runs from the **President** through the **Secretary of Defense** to the **Secretaries of the Military Departments**. Then, to the degree established by the Secretaries or specified in law, this authority runs through the Service Chiefs to the Service component commanders assigned to the combatant commands and to the commanders of forces not assigned to the combatant commands. This administrative control (ADCON) recognizes **the preparation of military forces** and their **administration and support**, unless

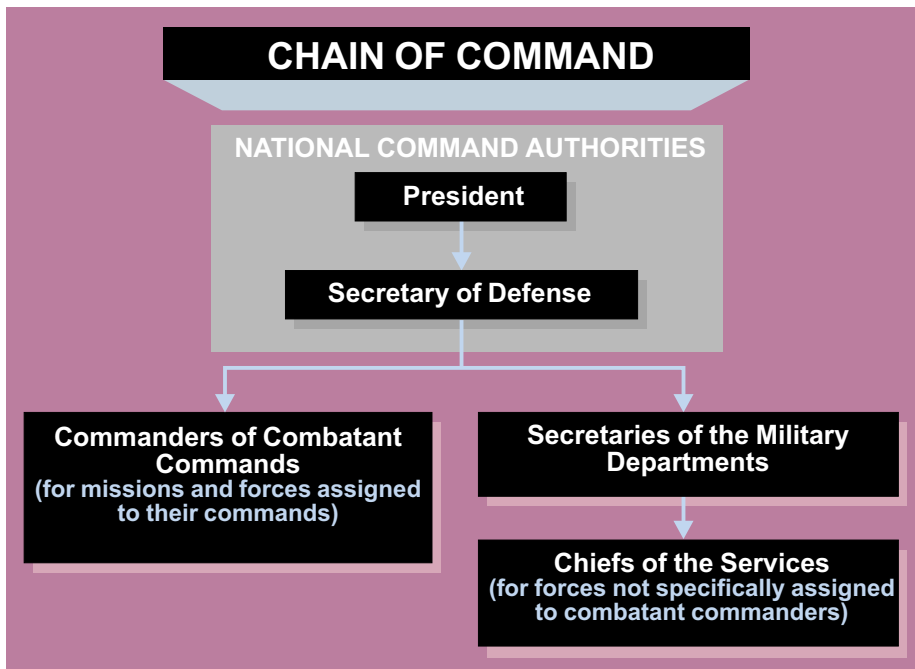


Figure II-3. Chain of Command

such responsibilities are specifically assigned by the Secretary of Defense to another component of the Department of Defense. The Secretaries of the Military Departments are responsible for the administration and support of the forces assigned or attached to combatant commands. They fulfill their responsibilities by exercising ADCON through the commanders of the Service component commands assigned to combatant commands. The responsibilities and authority exercised by the Military Departments are subject by law to the authority provided to the commanders of combatant commands in their exercise of their combatant command (command authority) (COCOM).

- **Unity of effort in joint operations is enhanced through the application of the flexible range of command relationships** identified in JP 0-2, *Unified Action Armed Forces (UNAAF)*. Joint force command relationships are an array of options JFCs can use to adapt the organization of assigned forces to situational requirements and arrange component operations in time, space, and purpose.

b. Combatant Command (Command Authority)

- **COCOM is the command authority over assigned forces vested only in the commanders of combatant commands** by title 10, USC, section 164, or as directed by the President in the UCP, and **cannot be delegated or transferred**.
- **Basic Authority.** As shown in Figure II-4, COCOM is the authority of a combatant commander to perform those functions of command over assigned forces involving organizing and employing commands and forces,

assigning tasks, designating objectives, and giving authoritative direction over all aspects of military operations, joint training (or in the case of USSOCOM, training of assigned forces), and logistics necessary to accomplish the missions assigned to the command. COCOM should be exercised through the commanders of subordinate organizations. Normally, this authority is exercised through the subordinate JFCs and Service and/or functional component commanders. **COCOM provides full authority to organize and employ commands and forces as the combatant commander considers necessary** to accomplish assigned missions.

- **Combatant commanders may exercise COCOM in the following manner.**

- Through **Service component commanders**.

- Through **functional component commanders**, if established for a particular purpose, such as the special operations component.

- Through a **commander of a subordinate unified command** (unified command only).

- Through the **commander of a joint task force (JTF)** reporting directly to the combatant commander.

- Through a **single-Service force commander** reporting directly to the combatant commander. Normally, missions requiring operations of a single-Service force will be assigned to the applicable Service component commander. A combatant commander may establish a separate single-Service force, but normally does so only under exceptional circumstances.

COMMAND RELATIONSHIPS

Combatant Command (command authority) (COCOM) (Unique to Combatant Commander)

- Budget and Planning, Programming, and Budgeting System Input
- Assignment of subordinate commanders
- Relations with Department of Defense Agencies
- Convene courts-martial
- Directive authority for logistics
- Authoritative direction for all military operations and joint training
- Organize and employ commands and forces
- Assign command functions to subordinates
- Establish plans and requirements for intelligence, surveillance, and reconnaissance activities
- Suspend from duty subordinate commanders

When
**OPERATIONAL
CONTROL**
is delegated

When
**TACTICAL
CONTROL**
is delegated

Local direction and control of movements or maneuvers to accomplish mission

When
SUPPORT
relationship is delegated

Aid, assist, protect, or sustain another organization

Figure II-4. Command Relationships

• Directly over **specific operational forces** that, because of the mission assigned and the urgency of the situation, must remain immediately responsive to the combatant commander.

- **Directive Authority for Logistic Matters.** Commanders of combatant commands **exercise directive authority for logistics** and may delegate directive authority for a common support capability. The combatant commander may delegate directive authority for as many common support capabilities to a subordinate JFC as required to accomplish the subordinate JFC's assigned mission. The exercise of directive authority for logistics by a combatant commander includes **the authority to issue directives to**

subordinate commanders, including peacetime measures, **necessary to ensure the following:** effective execution of approved OPLANs; effectiveness and economy of operation; and prevention or elimination of unnecessary duplication of facilities and overlapping of functions among component commands.

- Under crisis action, wartime conditions, or where critical situations make diversion of the normal logistic process necessary, the logistic and administrative authority of combatant commanders enables them to use all facilities and supplies of all forces assigned and/or attached to their commands as necessary for the accomplishment of their missions.

• Under peacetime conditions, the scope of the logistic authority exercised by the commander of a combatant command will be consistent with the peacetime limitations imposed by legislation, DOD policy or regulations, budgetary considerations, local conditions, and other specific conditions prescribed by the Secretary of Defense or the Chairman of the Joint Chiefs of Staff. Where these factors preclude execution of a combatant commander's directive by component commanders, the comments and recommendations of the combatant commander, together with the comments of the component commander concerned, normally will be referred to the appropriate Military Department for consideration. If the matter is not resolved in a timely manner with the appropriate Military Department, it will be referred by the combatant commander, through the Chairman of the Joint Chiefs of Staff, to the Secretary of Defense.

For additional guidance on directive authority for logistics, refer to JP 0-2, Unified Action Armed Forces (UNAAF).

c. Operational Control (OPCON)

- **OPCON** may be exercised at any echelon at or below the level of the combatant command **and can be delegated**. As shown in Figure II-4, **OPCON is inherent in COCOM and is the authority to perform those functions of command over subordinate forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction necessary to accomplish the mission**. OPCON includes authoritative direction over all aspects of military operations and joint training necessary to accomplish assigned missions.
- **OPCON should be exercised through the commanders of subordinate organizations**; normally, this authority is exercised through subordinate JFCs and Service and/or functional component commanders. **OPCON in and of itself does not include** authoritative direction for logistics or matters of administration, discipline, internal organization, or unit



The commander of an amphibious task force may exercise TACON over attached forces for specific operations.

training. **OPCON does include the authority to delineate functional responsibilities and geographic joint operations areas** of subordinate JFCs.

d. Tactical Control (TACON)

- **TACON is the command authority** over assigned or attached forces or commands, or military capability or forces made available for tasking, **that is limited to the detailed direction and control of movements or maneuvers** within the operational area necessary to accomplish assigned missions or tasks. TACON may be exercised by commanders at any echelon at or below the level of combatant command. As shown in Figure II-4, TACON does not provide organizational authority or authoritative direction for administrative and logistic support; the commander of the parent unit continues to exercise those responsibilities unless otherwise specified in the establishing directive.
- TACON typically is exercised by **functional component commanders** over military capability or forces made available for tasking.

e. Support

- **Support is a command authority.** A support relationship is established by a superior commander between subordinate commanders when one organization should **aid, protect, complement, or sustain** another force as shown in Figure II-4. Support may be exercised by commanders at any echelon at or below the level of combatant command. The NCA establish support relationships between the combatant commands for the planning and execution of joint operations. This ensures that the tasked combatant

commander(s) receives the necessary support. **JFCs may establish support relationships within the joint force to enhance unity of effort** for given operational tasks, emphasize or clarify priorities, provide a subordinate with an additional capability, or combine the effects of similar assets.

- **Mutual Support.** Mutual support is the action that units render each other against an adversary because of their assigned tasks, their position relative to each other and to the adversary, and their inherent capabilities.

- **General Support.** General support is the action that is given to the supported force as a whole rather than to a particular subdivision thereof.

- **Direct Support.** Direct support is a mission requiring a force to support another specific force and authorizing it to answer directly the supported force's request for assistance.

- **Close Support.** Close support is the action of the supporting force against targets or objectives that are sufficiently near the supported force as to require detailed integration or coordination of the supporting action with fire, movement, or other actions of the supported force.

- **Establishing supported and supporting relationships** between components is a useful option to **accomplish needed tasks**. Within a combatant command, more than one supported command may be designated simultaneously, and components may simultaneously receive and provide support in different mission areas, functions, or operations. For instance, a joint force special operations component may be supported simultaneously for a

direct action mission while providing support to a joint force land component for a deep operation. Similarly, a joint force maritime component may be supported simultaneously for sea control while supporting a joint force air component to achieve air superiority over the joint operational area. As defined in JP 0-2, *Unified Action Armed Forces (UNAAF)*, “Unless limited by the establishing directive, the commander of the supported force will have the authority to exercise general direction of the supporting effort. General direction includes the designation and prioritization of targets or objectives, timing and duration of the supporting action, and other instructions necessary for coordination and efficiency.” **The supporting commander has the responsibility to ascertain the needs of the supported commander and take such action to fulfill them** within existing capabilities and consistent with priorities and requirements of other assigned tasks.

- The **establishing directive** indicates the **purpose** in terms of the effect desired and the **scope** of the action to be taken. **It also should include:**
 - The **forces** and **resources** allocated to the supporting effort;
 - The **time, place, level, and duration** of the supporting effort;
 - The **priority** of the supporting mission relative to the other missions of the supporting force;
 - The **authority**, if any, **of the supporting force** to modify the supporting effort in the event of exceptional opportunity or an emergency; and

- The **degree of authority granted to the supported commander** over the supporting effort.

- The land and naval force commanders are the supported commanders within the areas of operations (AOs) designated by the JFC. Within their designated AOs, land and naval force commanders integrate and synchronize maneuver, fires, and interdiction. To facilitate this integration and synchronization, such commanders have the authority to designate target priority, effects, and timing of fires within their AOs. Within a theater and/or joint operations area (JOA), all missions must contribute to the accomplishment of the overall objective.

- Synchronization of efforts within land or naval AOs with theater- and/or JOA-wide operations is of particular importance. To facilitate synchronization, the JFC establishes priorities that will be executed throughout the theater and/or JOA, including within the land and naval force commanders’ AOs.

- In coordination with the land and/or naval force commander, those commanders designated by the JFC to execute theater- and/or JOA-wide functions have the latitude to plan and execute these JFC prioritized operations and attack targets within land and naval AOs. If those operations would have adverse impact within a land or naval AO, the commander must either readjust the plan, resolve the issue with the appropriate component commander, or consult with the JFC for resolution.

f. Other Authorities

- **ADCON.** **ADCON is the direction or exercise of authority over subordinate**

or other organizations in respect to administration and support including organization of Service forces, control of resources and equipment, personnel management, unit logistics, individual and unit training, readiness, mobilization, demobilization, discipline, and other matters not included in the operational missions of the subordinate or other organizations. ADCON is synonymous with administration and support responsibilities identified in title 10, USC. This is the authority necessary to fulfill Military Department statutory responsibilities for administration and support. **ADCON may be delegated to and exercised by commanders of Service forces assigned to a combatant commander** at any echelon at or below the level of Service component command. ADCON is subject to the command authority of combatant commanders.

- **Coordinating Authority.** Coordinating authority is a **consultation relationship between commanders**, not an authority by which command may be exercised. Coordinating authority may be exercised by commanders or individuals at any echelon at or below the level of combatant command. **Coordinating authority is the authority delegated to a commander or individual for coordinating specific functions and activities** involving forces of two or more Services, two or more joint force components, or two or more forces of the same Service. The commander or individual has **the authority to require consultation** between the agencies involved **but does not have the authority to compel agreement**. The common task to be coordinated will be specified in the establishing directive without disturbing the normal organizational relationships in other

matters. Coordinating authority is more applicable to planning and similar activities than to operations. Coordinating authority is not in any way tied to force assignment. It will be assigned based on the missions and capabilities of the commands or organizations involved.

- **Direct Liaison Authorized (DIRLAUTH).** DIRLAUTH is that authority granted by a commander (any level) to a subordinate to **directly consult or coordinate an action with a command or agency within or outside of the granting command**. DIRLAUTH is more applicable to planning than operations and always carries with it the requirement of keeping the commander granting DIRLAUTH informed. DIRLAUTH is a **coordination relationship, not an authority through which command may be exercised**.

For additional and more detailed guidance on command relationships, refer to JP 0-2, Unified Action Armed Forces (UNAAF).

6. Organization of Forces

a. General

- **JFCs have full authority to assign missions, redirect efforts, and direct coordination among subordinate commanders.** JFCs should allow Service tactical and operational groupings to function generally as they were designed. The intent is to meet the needs of JFCs, while maintaining the tactical and operational integrity of Service organizations.
- **Joint forces are specifically designated, composed of significant elements (assigned or attached) of two or more**

Military Departments, and commanded by a JFC with a joint staff. Joint forces include combatant commands, subordinate unified commands, and JTFs. An appropriate order assigns or attaches personnel and units to joint forces.

- **The manner in which JFCs organize their forces directly affects the responsiveness and versatility of joint force operations.** The first principle in joint force organization is that **JFCs organize forces to accomplish the mission** based on the JFCs' vision and concept of operations. **Unity of effort, centralized planning and direction, and decentralized execution are key considerations.** JFCs may elect to centralize selected functions within the joint force, but should strive to avoid reducing the versatility, responsiveness, and initiative of subordinate forces.

- Organization of joint forces also needs to take into account **interoperability with multinational forces.** Complex or unclear command relationships and organizations can be counterproductive to developing synergy among multinational forces. Simplicity and clarity of expression are critical.

b. Combatant Commands

- **A combatant command is a unified or specified command with a broad continuing mission under a single commander** established and so designated by the President, through the Secretary of Defense, and with the advice and assistance of the Chairman of the Joint Chiefs of Staff. **Combatant commands** typically have **geographic or functional responsibilities.**
- The UCP **defines geographic AORs for selected combatant commands,**

including all associated land, water areas, and airspace. Such AORs are referred to as **theaters.** The NCA decentralizes operations by delegating to established geographic combatant commands (theater commands), the authority to **plan, prepare, and conduct military operations within that theater** to the geographic combatant commander, consistent with strategic guidance and direction.

- **Other combatant commanders are assigned functional responsibilities** such as transportation, special operations, space operations, or strategic nuclear operations. Functionally oriented combatant commands **can operate across all geographical regions** and can provide forces for assignment to other combatant commanders. These combatant commands also can conduct operations while reporting directly to the NCA.
- **Combatant commanders receive strategic direction from the NCA** through the Chairman of the Joint Chiefs of Staff **and are responsible to the Secretary of Defense** for accomplishing assigned missions.
- **Combatant commanders may directly control the conduct of military operations or may delegate that authority and responsibility to a subordinate commander.** Such an arrangement allows the subordinate commander to control operations while the combatant commander supports the operation with forces and resources. This relationship is frequently referred to as a **two-tiered system**, and was successfully employed in Operations JUST CAUSE (Panama, 1989) and UPHOLD DEMOCRACY (Haiti, 1994).
- The combatant commander exercises COCOM over forces assigned or

reassigned by the NCA and normally exercises OPCON over forces attached by the NCA.

- The **two types of combatant commands** are “**unified**” and “**specified**.”

c. Unified Commands

- **Unified commands** are typically established when a broad continuing mission exists **requiring execution by significant forces of two or more Military Departments and necessitating single strategic direction** or other criteria found in JP 0-2, *Unified Action Armed Forces (UNAAF)* are met.
- The **commanders of unified commands may establish the following**.
 - **Subordinate unified commands**, when authorized through the Chairman of the Joint Chiefs of Staff to conduct operations on a continuing basis.
 - **Functional component commands**, when such a command structure

enhances the overall capability to accomplish the mission of the establishing commander. Functional component commands also may be established by commanders of subordinate unified commands and JTFs.

- **JTFs**, to accomplish missions with specific, limited objectives and which do not require overall centralized control of logistics. JTFs also may be established by the Secretary of Defense and commanders of subordinate unified commands and existing JTFs.

- **Unique Roles of US Joint Forces Command (USJFCOM)**. USJFCOM has roles as the **joint force trainer, integrator, and provider of assigned forces**. Serving as the lead agent for joint force training, USJFCOM is responsible to the Chairman of the Joint Chiefs of Staff for managing the combatant commands’ portion of the CJCS exercise program, conducting and assessing joint and multinational training and exercises for assigned forces, assisting the other combatant commanders and Service Chiefs in their preparation for joint and



US Central Command forces conducting training operations in their geographic area of responsibility.

multinational operations, and providing joint training for combatant command battlestaffs, JTF headquarters staffs, and JTF functional component commanders and their staffs. As the joint force provider of assigned CONUS-based forces, USJFCOM is also **responsible for deploying trained and ready joint forces in response to the requirements of supported combatant commanders**. USJFCOM maintains a **scheduling deconfliction role** for these forces to preclude operations tempo and personnel tempo problems for the participating units.

d. Specified Commands

- **Specified commands normally are composed of forces from one Military Department**, but may include units and staff representation from other Military Departments.
- The commander of a specified command has the **same authority and responsibilities as the commander of a unified command**, except that no authority exists to establish subordinate unified commands.

e. Subordinate Unified Commands.

When authorized by the NCA through the Chairman of the Joint Chiefs of Staff, **commanders of unified commands may establish subordinate unified commands (also called subunified commands)** to conduct operations on a continuing basis in accordance with the criteria set forth for unified commands. A subordinate unified command may be established on a **geographic area or functional basis**. Commanders of subordinate unified commands have **functions and responsibilities similar to those of the commanders of unified commands**, and exercise OPCON of assigned commands and forces and normally over

attached forces within the assigned JOA or functional area.

f. Joint Task Forces

- **A JTF is a joint force** that is constituted and so designated by the **Secretary of Defense, a combatant commander, a subordinate unified command commander, or an existing JTF commander**. A JTF may be established on a **geographic or functional** basis.
- **Commanders of JTFs** are responsible to the JTF-establishing authority and **exercise OPCON over assigned forces** and normally exercise OPCON over attached forces. JTF staffs normally are augmented with representatives from component commands of the establishing headquarters.
- JTF operations normally are **operational** in nature, conducted to achieve operational-level objectives.
- A JTF is **dissolved by the proper authority** when the purpose for which it was created has been achieved or when it is no longer required.
- **JTF headquarters basing depends on the JTF mission, operational environment, and available capabilities and support**. JTF headquarters basing options include the following.
 - Land-based.
 - Land-based, then moves afloat while retaining control.
 - Sea-based.
 - Initially sea-based, then transitions to a different land-based staff.

- Initially sea-based, then moves ashore while retaining control.

g. Service Components

- **All joint forces include Service components. Administrative and logistic support for joint operations is provided through Service component commands.** The internal structure of Service component organizations are at the discretion of the individual Services. As a minimum, the senior officer commanding each Service component should be clearly identified to the JFC. The JFC also may **conduct operations** through the **Service component commanders** or, at lower echelons, **Service force commanders**. This relationship is appropriate when stability, continuity, economy, ease of long-range planning, and scope of operations dictate organizational integrity of Service components for conducting operations.
- **Conducting operations through Service components has certain advantages which include clear and uncomplicated command lines.** Logistics remain a Service responsibility, with the exception of arrangements described in Service support agreements and memoranda of agreement or as otherwise directed by the combatant commander.
- **Responsibilities of the Service component commander include the following.**
 - **Making recommendations to the JFC** on the proper employment of the forces of the Service component.
 - **Accomplishing such operational missions** as may be assigned.

- **Selecting and nominating specific units** of the parent Service component for assignment to subordinate forces. Unless otherwise directed, these units revert to the control of the Service component commander when such subordinate forces are dissolved.

- **Other responsibilities** as discussed in JP 0-2, *Unified Action Armed Forces (UNAAF)*.

- Regardless of the organizational and command arrangements within joint commands, **Service component commanders retain responsibility for certain Service-specific functions** and other matters affecting their forces, including internal administration, training, logistics, and Service intelligence operations.
- **The relationship between commanders of Service forces is determined by the JFC.** In addition to logistic support arrangements, one component may support another with forces or operations in a variety of command relationships as previously described.

h. Functional Components

- **The JFC can establish functional component commands to conduct operations.** Functional component commands can be appropriate when forces from two or more Military Departments must operate in the same dimension or medium or there is a need to accomplish a distinct aspect of the assigned mission. These conditions apply when the **scope of operations requires that the similar capabilities and functions of forces from more than one Service be directed toward closely related objectives and unity of**

command and effort are primary considerations. For example, when the scope of operations is large, and JFCs need to divide their attention between major operations or phases of operations that are functionally dominated — it may be useful to establish functionally oriented commanders responsible for the major operations. **JFCs may conduct operations through functional components or employ them primarily to coordinate selected functions.** (NOTE: **Functional component commands** are component commands of a joint force and **do not constitute a “joint force”** with the authorities and responsibilities of a joint force as described in this document, even when composed of forces from two or more Military Departments.)

- **Functional componentcy can be appropriate when forces from two or more Military Departments operate in the same dimension or medium.** (A joint force land component commander (JFLCC) is one example.) **Functional component staffs should be joint,** with Service representation appropriate to the level and type of support to be provided. Functional component staffs **require advanced planning, appropriate training, and frequent exercises for efficient operations. Liaison elements from and to other components facilitate coordination.**
- The nature of operations, Service force with the preponderance of available specific functional component assets, command and control (C2) capabilities, and training and resources available to staff and support functional component commands are normally **primary factors in selecting the functional component commander.** The establishment of a functional component commander must not affect the

command relationships between Service component commanders and the JFC.

- **Functional component commanders** — such as the joint force air component commander (JFACC), the JFLCC, the joint force maritime component commander, and the joint force special operations component commander (JFSOCC) — **have the responsibilities of both superior and subordinate commanders** as described in JP 0-2, *Unified Action Armed Forces (UNAAF).*
- The commander of a functional component command is responsible for making recommendations to the establishing commander on the proper employment of the military capability made available to accomplish the assigned responsibilities.
- When a functional component command will employ forces and/or military capabilities from more than one Service, the functional component commander's staff should reflect the composition of the functional component command to provide the commander with the expertise needed to effectively employ the forces and/or military capability made available. Staff billets for the needed expertise and the individuals to fill those billets should be identified and used when the functional component staffs are formed for exercises and actual operations. The number of personnel on this staff should be kept to the minimum and should be consistent with the task performed. The structure of the staff should be flexible enough to expand or contract under changing conditions without a loss in coordination or capability.
- **The JFC must designate the forces and/or military capabilities that will be made available for tasking by the**

functional component commander and the appropriate command relationship(s) that the functional component commander will exercise over that military capability (e.g., a JFSOCC normally has OPCON of assigned forces and a JFACC normally is delegated TACON of the sorties or other military capabilities made available, except for land forces that provide supporting fires which normally are tasked in a direct support role). JFCs also may **establish a supporting and/or supported relationship** between components to facilitate operations. Regardless, **the establishing JFC defines the authority and responsibilities of functional component commanders** based on the concept of operations and **may alter their authority and responsibilities** during the course of an operation.

i. Combination

- Most often, **joint forces are organized with a combination** of Service and functional components with operational responsibilities.
- **Joint forces** organized with Army, Navy, Marine Corps, and Air Force components **normally have special operations forces (SOF) organized as a functional component**. However, SOF may be assigned under the OPCON or TACON or in support of other Service or functional component commanders. Specific command arrangements should be determined by the nature of the mission and the objectives to be accomplished. It is essential that SOF not be used as a substitute for conventional forces, but as a necessary adjunct to existing conventional capabilities. Commanders must ensure that missions identified, nominated, and selected are appropriate and compatible

with SOF capabilities. Successful execution of special operations (SO) require centralized, responsive, and unambiguous C2; therefore, it is imperative that SOF assets are assigned or attached with the SOF chain of command intact. Organizational structures established for employment of SOF and C2 through the SOF chain of command are described in JP 3-05, *Doctrine for Joint Special Operations*.

- **JFCs normally will designate a JFACC**, whose authority and responsibilities are defined by the establishing JFC based on the JFC's concept of operations.

j. Figure II-5 depicts possible components in a joint force. It is presented as an example only.

For additional and more detailed guidance on the organization of joint forces, refer to JP 0-2, Unified Action Armed Forces (UNAAF).

7. Command and Control

a. **C2 is the exercise of authority and direction by a properly designated commander over assigned and attached forces in the accomplishment of a mission.** Command, in particular, includes both the authority and responsibility for effectively using available resources to accomplish assigned missions.

b. **Command at all levels is the art of motivating and directing people and organizations into action to accomplish missions.** Command requires visualizing the current state of friendly and adversary forces, then the future state of those forces that must exist to accomplish the mission, then formulating concepts of operations to achieve that state. **JFCs influence the outcome of campaigns and major operations by performing the following.**

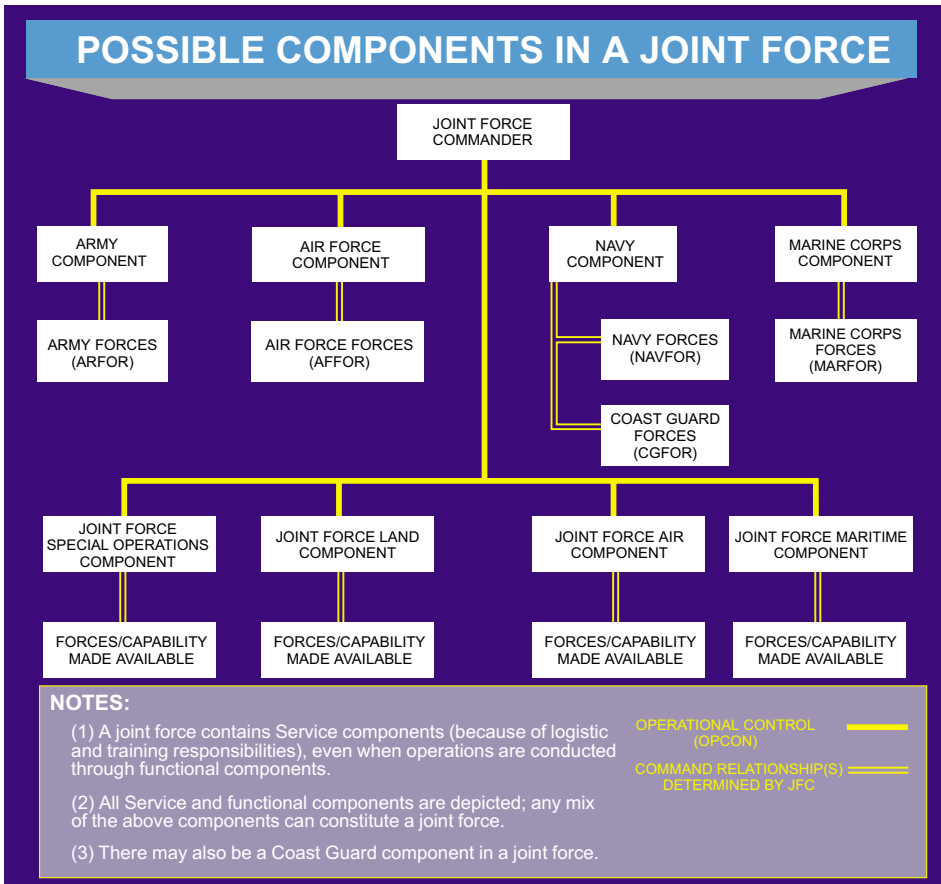


Figure II-5. Possible Components in a Joint Force

- Defining the commander's intent.
 - Guiding and motivating the organization toward the desired end.
 - Assigning missions.
 - Designating the priority effort(s).
 - Prioritizing and allocating resources.
 - Assessing risks to be taken.
 - Deciding when and how to make adjustments.
 - Committing reserves.
 - Staying attuned to the needs of subordinates and seniors.
- c. **Control is inherent in command. To control is to regulate forces and functions to execute the commander's intent.** Control of forces and functions helps commanders and staffs compute requirements, allocate means, and integrate efforts. Control is necessary to determine the status of organizational effectiveness, identify variance from set standards, and correct deviations from these standards. Control permits commanders to acquire and apply means to accomplish their intent and develop specific instructions from general guidance. **Ultimately, it provides commanders a means to measure, report, and correct performance.**

d. Control allows commanders **freedom to operate, delegate authority, place themselves in the best position to lead, and integrate and synchronize actions** throughout the operational area. JFCs exercise authority and direction through and with the assistance of a C2 system. The C2 system consists of the facilities, equipment, communications, procedures, and personnel essential to a commander for planning, directing, and controlling operations of assigned forces pursuant to the missions assigned. Moreover, the C2 system needs to support the ability of commanders to **adjust plans for future operations**, even while focusing on current operations. Skilled staffs work within command intent to assist in the dissemination of direction and control of units and resource allocation to support the desired end. They also are alert to spotting adversary or friendly situations that may require changes in command relationships or organization and advise the commander accordingly.

e. The related tools for implementing command decisions include **communications, computers, and intelligence systems, as well as inputs from surveillance and reconnaissance systems**. Space-based systems provide commanders with critical support in communications, navigation, intelligence, reconnaissance, surveillance, ballistic missile warning, and environmental sensing that greatly facilitate command. The **precision** with which these systems operate significantly **improves the speed and accuracy of the information** that commanders exchange, both vertically and laterally, thereby enhancing the situational awareness of commanders at all levels.

f. **Effective command** at varying operational tempos **requires timely, reliable, secure, interoperable, and sustainable communications**. **Communications planning increases options available to JFCs** by providing the communications systems necessary to collect, transport,

process, and disseminate critical information at decisive times. **These communication systems permit JFCs to exploit tactical success and facilitate future operations**. Nonetheless, command style is dictated by the commander, not by the supporting communication system.

g. **Liaison is an important aspect of joint force C2**. Liaison teams or individuals may be dispatched from higher to lower, lower to higher, laterally, or any combination of these. **They generally represent the interests of the sending commander to the receiving commander**, but can greatly promote understanding of the commander's intent at both the sending and receiving headquarters and should be assigned early in the planning stage of joint operations.

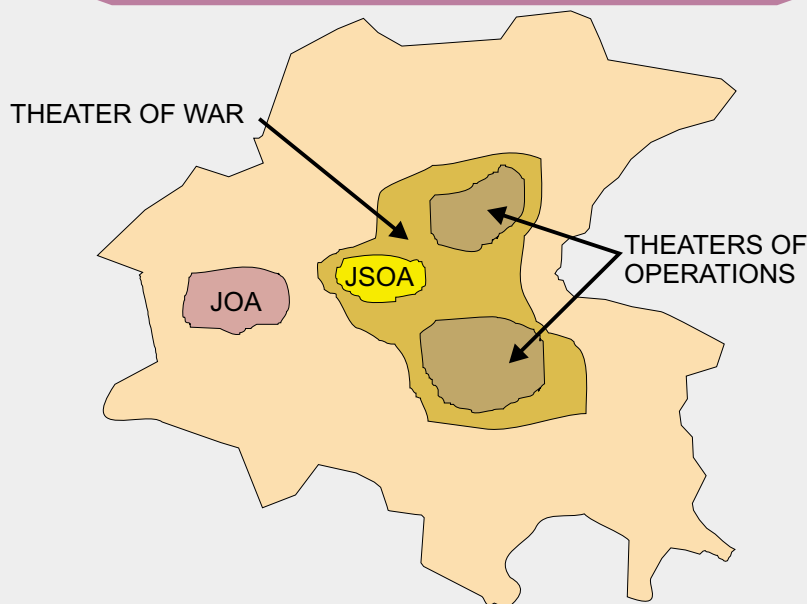
For additional and more detailed guidance on C2 of joint forces, refer to JP 0-2, Unified Action Armed Forces (UNAAF).

8. Organization of an Operational Area

a. To assist in the coordination and deconfliction of joint action, **JFCs may define operational areas**. The size of these areas and the types of forces employed within them depend on the scope and nature of the crisis and the projected duration of operations. When warranted, **geographic combatant commanders may designate theaters of war and, perhaps, subordinate theaters of operations for each major threat** (illustrated in Figure II-6). Geographic combatant commanders can elect to **directly control operations** in the theater of war or theater of operations, or may establish **subordinate joint forces** for that purpose, allowing themselves to remain focused on the broader theater (i.e., the AOR).

- **Theater of War**. In time of war, the **NCA or a geographic combatant commander may elect to define a**

OPERATIONAL AREAS WITHIN A THEATER



This example depicts a combatant commander's area of responsibility (AOR), also known as a theater. Within the AOR, the combatant commander has designated a theater of war with two subordinate theaters of operations. Also within the theater of war is a joint special operations area (JSOA). To handle a situation outside the theater of war, the combatant commander has established a joint operations area (JOA), within which a joint task force will operate. JOAs could also be established within the theater of war or theaters of operations.

Figure II-6. Operational Areas Within a Theater

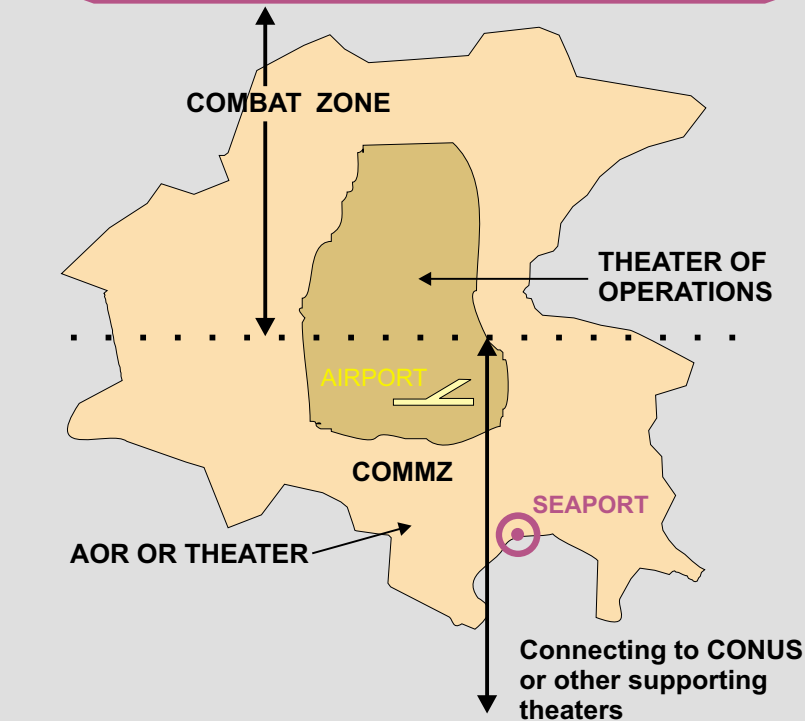
theater of war within the geographic combatant commander's AOR. **The theater of war is that area of air, land, and water that is, or may become, directly involved in the conduct of the war.** A theater of war does not normally encompass the geographic combatant commander's entire AOR and may contain more than one theater of operations.

- **Theater of Operations.** A theater of operations is a wartime measure and may not be established without the previous establishment of a theater of war. Geographic combatant commanders may further define one or more theaters of operations — that

area required to conduct or support specific combat operations — **within the theater of war**. Different theaters of operations within the same theater of war will normally be **geographically separate and focused on different adversary forces**. Theaters of operations are usually of significant size, allowing for operations in depth and over extended periods of time. Theaters of operations are not operational areas that may be associated with MOOTW.

- **Combat Zones and Communications Zones (COMMZs).** Geographic combatant commanders also may establish combat zones and COMMZs, as shown in Figure II-7. **The combat**

COMBAT AND COMMUNICATIONS ZONES



This example depicts a combatant commander's AOR in which a theater of war and a theater of operations have been designated. The combat zone includes that area required for the conduct of combat operations. The COMMZ in this example is contiguous to the combat zone.

Legend			
AOR	area of responsibility	COMMZ	communications zone
CONUS	continental United States		

Figure II-7. Combat and Communications Zones

zone is an area required by forces to conduct large-scale combat operations. It normally extends forward from the land force rear boundary. The **COMMZ** contains those theater organizations, lines of communications (LOCs), and other agencies required to support and sustain combat forces. The COMMZ usually includes the rear portions of the theaters of operations and theater of war and reaches back to the CONUS base or perhaps to a supporting combatant commander's AOR. **The COMMZ includes airports and seaports** that support the flow of forces

and logistics into the operational area. It is usually contiguous to the combat zone but may be separate — connected only by thin LOCs — in very fluid, dynamic situations.

b. For operations somewhat limited in scope and duration, JFCs can employ the following operational areas.

- **Joint Operations Area.** A JOA is an area of land, sea, and airspace, defined by a geographic combatant commander or subordinate unified commander, in which a JFC (normally a JTF

commander) conducts military operations to accomplish a specific mission. JOAs are particularly useful when operations are limited in scope and geographic area. JOAs also are appropriate when operations are to be conducted on the boundaries between theaters.

- **Joint Special Operations Area (JSOA).** A JSOA is an area of land, sea, and airspace, defined by a JFC who has geographic responsibilities, for use by a joint special operations component or joint special operations task force **for the conduct of SO**. JFCs may use a JSOA to delineate and facilitate simultaneous conventional and SO in the same general operational area.

For additional guidance on JSOAs, refer to JP 3-05, Doctrine for Joint Special Operations.

- **Joint Rear Area (JRA).** A JRA is a specific land area within a JFC's operational area designated by the JFC to facilitate protection and operation of installations and forces supporting the joint force. JRAs are not necessarily contiguous with areas actively engaged in combat. JRAs may include intermediate support bases and other support facilities intermixed with combat elements. The JRA is particularly useful in nonlinear combat situations.

For additional guidance on JRAs, refer to JP 3-10, Joint Doctrine for Rear Area Operations.

- **Amphibious Objective Area.** The amphibious objective area is a geographical area within which is located the objective(s) to be secured by an amphibious force. It needs to be large enough for necessary sea, air, land, and special operations.

For additional guidance on amphibious objective areas, refer to JP 3-02, Joint Doctrine for Amphibious Operations.

- **Area of Operations.** JFCs may define AOs for land and naval forces. AOs typically do not encompass the entire operational area of the JFC, but should be large enough for component commanders to accomplish their missions and protect their forces. Component commanders with AOs typically designate subordinate AOs within which their subordinate forces operate. These commanders employ the full range of joint and Service control measures and graphics as coordinated with other component commanders and their representatives to delineate responsibilities, deconflict operations, and promote unity of effort.

For more information, refer to associated discussion of "supported and supporting relationships" in this chapter and "boundaries" in Chapter III, "Planning Joint Operations."

- **Area of Interest (AOI).** JFCs at all levels can designate AOIs to focus national agency support for monitoring adversary and potential adversary activities outside the operations area. An AOI is usually larger in size than the operational area and encompasses areas from which the adversary can act to affect current or future friendly operations.

9. Joint Urban Operations

Joint urban operations (JUO) are joint operations planned and conducted across the range of military operations on, or against objectives on, a topographical complex and its adjacent natural terrain where manmade construction and the density of noncombatants are the dominant features. The prospect of

US joint forces operating in urban areas is steadily increasing. As shown in Figure II-8, US forces have conducted military operations in urban areas more and more frequently in the recent past.

a. Urbanized areas possess all of the characteristics of the natural landscape, coupled with manmade construction and the associated infrastructure, resulting in a complicated and dynamic environment that influences the conduct of military operations in many ways. **The most distinguishing characteristic of JUO, however, is not the infrastructure but the density of noncombatants** that fundamentally alters the character of combat and noncombat operations.

b. JUO are not analogous to jungle, desert, or mountain operations in that there are more than just terrain considerations. JUO are conducted in large, densely populated areas with problems unique to clearing adversary forces while possibly restoring services and managing major concentrations of people. During JUO, joint forces may not always focus only on destruction of adversary forces but also may be required to take steps necessary to protect and support noncombatants and their infrastructure from which they receive services necessary for survival. As such, ROE during JUO may be more restrictive than for other types of operations.

EXAMPLES OF RECENT MILITARY OPERATIONS IN URBAN AREAS

Panama City (1989)
Baghdad (1991)
Kuwait City (1991)
Mogadishu (1991 and 1992-1993)
Sarajevo (1992-1996)
Port au Prince (1994)
Monrovia (1996)
Freetown (1997)
Tirana (1997)
Belgrade (1999)

Figure II-8. Examples of Recent Military Operations in Urban Areas

c. When planning JUO, JFCs should consider the impact of military operations on noncombatants and their infrastructure, thereby approaching JUO with a concept that views the urban area as a dynamic entity — not solely as terrain.

For additional guidance on JUO, refer to JP 3-06, Doctrine for Joint Urban Operations.